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ABSTRACT

These proceedings report on a seminar to review the Network of Adult Education and Community Development Schemes as it had been operating in Spain since 1986. An opening address (Jose Cartagena) discusses achievements to date, including making the most of available resources and introducing new working methods through the established liaison machinery. The next section presents papers of representatives involved in local development projects keyed to training and community development. The papers describe Universidad Popular de Gijon, a training and development project in a conversion area; training and rural development in the rural schools of Barco de Avila and San Cebrian de Campos; the experiment at Leganes (Madrid), in which an adult education institute provided training and development; the Youth and Solidarity Group experiment at Entrevias (Madrid) that focused on problems affecting children and young people; and the "Simone de Beauvoir" Experimental School for Women (Madrid). The next section focuses on the factors stressed by experts during discussion of these projects: significance of the network as an instrument of cooperation and research; the network's responsiveness to the real-life situation; the methodological approach to community development; and coordination between institutions and local authorities. Other sections consider the goals of the European Network, set forth conclusions of the seminar, and make recommendations. Appendixes include the agenda and participant lists. (YLB)

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Adult education and social change: The European network

Network of adult education and community development schemes

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SEMINAR

on

"ADULT EDUCATION AND SOCIAL CHANGE: THE EUROPEAN NETWORK"

"NETWORK OF ADULT EDUCATION AND COMMUNITY DEVELOPMENT SCHEMES"

El Escorial (Spain), 24 - 26 April 1989

ORGANISED JOINTLY BY

THE SPANISH MINISTRY OF EDUCATION AND SCIENCE
AND THE COUNCIL OF EUROPE

Ministry of Education

Secretariat of State for Education

General Directorate for the Promotion of Education

General Sub-Directorate for Lifelong Education

Adult Education Unit

REPORT

Council for Cultural Co-operation
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Strasbourg 1992

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CONTENTS

I.	**FOREWORD**		**5**
II.	**PROCEEDINGS OF THE SEMINAR**		**9**
	II.1	Introduction	9
	II.2	Action methods used by local development projects:	10
	-	Training and development in a conversion area. The experience of Gijon (Asturias).	10
	-	Training and development in rural areas. The rural schools of Barco de Avila (Avila) and San Cebrián de Campos (Palencia). Projects for a new network in rural areas.	12
	-	Training and development provided by an adult education institution located in the suburbs of a large city: Leganés (Madrid).	14
	-	Training and development in connection with specific groups. The experience of the Youth and Solidarity Group at Entrevías (Madrid).	15
	-	The "Simone de Beauvoir" Experimental School for Women (Madrid).	17
	II.3	Contributions by the experts and representatives of the Council of Europe and the other European participants.	18
III.	**THE EUROPEAN NETWORK**		**24**
IV.	**CONCLUSIONS OF THE SEMINAR**		**26**
V.	**RECOMMENDATIONS**		**28**
VI.	**APPENDICES**		**29**

I. FOREWORD

OPENING ADDRESS BY MR. JOSÉ IGNACIO CARTAGENA, DIRECTOR-GENERAL, EDUCATIONAL PROMOTION.

I should like to begin by thanking you for the effort which you have all made to attend this joint Seminar. It represents both the final stage in the design and review of the "Network of Adult Education and Community Development Schemes" that has been operating in our country since 1986 and the first occasion on which institutional encouragement has been given to the new network models that are likely to come into being in the light of the experience we have gained.

In adult education, which is closely linked to local and community development, I consider that the role performed by the authorities should not be in the forefront but should, if anything, come last.

There is, however, one responsibility we have to assume. It is that of furthering co-ordination and of ensuring that the authorities provide working tools for all those whom we have always situated in the forefront of community development activities. I think that it was possible to see this attitude in the approach envisaged from the start by the Council of Europe to the progressive development of both theory and analysis which, in terms of new adult education requirements, are regarded as being indissociable factors in individual self-fulfilment. From another standpoint, we consider that education and development are likewise indissociable.

The current complex real-life situations in the European countries certainly give rise to some degree of bias when we come to speak of development models.

We have had the opportunity this year to see development models which differed in both qualitative and quantitative terms but which all appeared to be geared to meeting one fundamental condition. This is the fact that, alongside far-reaching technological development, there are in every instance countries or regions that have to pay a high price in terms of social decline. Situations such as these, which have to be defined in one way or another, are spoken of in terms of under-development.

Faced with the idea of striking a balance between northern and southern Europe or with the idea of solidarity between distinctive regions, the social and economic facts show Europe as displaying a host of differing forms and, in the case of Spain, is seen as being "invertebrate", to use a term going back far into the past. At the same time, in Spain, we are in the process of putting forward a new model of educational reform, in an endeavour to follow up ideas on education that are suited to a place of accelerated development.

As you are all aware, we are operating within the framework of the General Education Law adopted at the beginning of the 1970s. This law aimed at providing the poor people with sufficient training to enable them to take part in the industrial development process. At the time, no account was taken of the political conditions, since dictatorship still existed, or of the economic needs. Even so, thanks in particular to the efforts of teachers, we succeeded in creating a large number of places in schools and in extending compulsory education to all the children of school age.

Growth was recorded in quantitative terms. But we were also able to see that the broad cross-section of the population which had contributed most to the country's development had quite simply been forgotten or could only expect to receive remedial or second-rate primary education. An inadequate network of schools, very often poorly equipped, was required to provide a basic education for all those people who had not benefited from it in their early childhood. However, this education was provided by the same teachers, often along the same lines and using the same practices as those used by primary school teachers for children, with the consequences which this was bound to have for the standard of training.

It is both surprising and paradoxical that the workers of this country, men and women alike, who contributed to the construction of its cities and to the establishment of democracy, were not guaranteed the most elementary rights as far as their training was concerned.

Hence, when some of the people attending this seminar, along with others who are not present, embarked on the venture aimed at fostering the setting-up of the Network, which drew its inspiration from the Council of Europe's Project No.9 "Adult Education and Community Development", we thought that we were merely acknowledging the inherent right of large numbers of men and women to be adults. Since they regarded themselves as adults, they at the same time needed to find practical answers to specific problems and they accordingly envisaged development models that were perhaps not very far-reaching but were certainly unique at the level of the locality, community or region where they lived or now live, and where they want their children to go on living.

As I have already said, the fact of envisaging only one development model would be tantamount to simplifying the problems of the complex societies of the closing years of the 20th century. Thus, it is by acknowledging different development models, in other words different training models that we shall finally be able to examine the "Network" formed by the projects that have been designed and implemented in our country in recent years.

I understand that you have not had time to read the brochure which we have prepared for this meeting. I would like to recommend that you read it and consider the information in it, since the theoretical guidelines laid down by the Council of Europe appear there; the documents examining the significance of the Network; the stages denoting the different processes involved; the difficulties encountered; the results obtained; the proposal drawn up by Mr. J.A. Fernandez in the case of Spain; and the seminars that have been organised; while in the final pages there is an attempt to evaluate what has been achieved. The document can be regarded as being an excellent summary of the objectives attained, our hopes for this sector, and the challenges which we shall have to face in the future.

This is all taking place at a time when an enormous commitment is being made to Spanish society, since we are aiming at an ambitious model that will need everybody's support. This is the reform which the Minister of Education presented to the media a few days ago. The Minister said that the reform would be incomplete if it did not take account of the development of adult education in overall terms and of the concept of lifelong education as the system surpassing all other systems or encompassing the whole range of possible forms of training that may come into being in our country.

I think that it is possible to draw the following conclusions from the achievements accomplished to date.

We have learnt that, by setting up liaison machinery between vastly different test cases, it proved possible to make the most of the resources available and introduce new working methods. We learnt that finding a practical answer to a specific problem does not mean that it is necessary to approach each case from the very beginning, but that proper use has to be made of the stock of knowledge and the discussions and studies that have emerged in connection with other specific problems.

We have acquired new habits. In a country like ours, where there is certainly the occasional stroke of genius but where co-ordination is often absent, the effort accomplished over the years by many of the people here today, and also by many other people, was remarkable. They tried to set up co-ordinating machinery, transfer knowledge and culture and quite simply teach. This effort was significant and was at the root of new habits that, in all probability, nobody will be able to change in the future.

This is why I should like to express my gratitude, and that of the institutions concerned, to all those who have participated in setting up the "Network of Adult Education and Community Development Schemes".

During these few days, we shall have an opportunity to discover or learn more about the new guidelines from the Council of Europe. We could also draw attention to the work we have accomplished and to the possibilities for co-ordination.

It is true that, in cases where new processes are founded on considerable expectations and on a heavy dose of youthful ardour, they sometimes tend to turn out to be over-ambitious and to be incapable of fulfilling all the original objectives. In view of the time we have devoted to this activity, we feel entitled to speak more dispassionately, but also more adamantly, about the design and implementation of the new activities to be undertaken.

Not so long ago, Mr. José Antonio Fernández set an example. The Network purported to become a rhizome, a plant-like formation capable of taking root in many different directions and of sprouting in a large number of areas. In turn, these growing tendrils were capable of communicating with one another and of spreading throughout the country. Part of this metaphor can now be said to have literally materialised.

We now find ourselves in a situation where it is important or, better still, necessary to consider education and development together. I should like to suggest to you all, to the Regional Directors of the Ministry of Education and the Directors-General of the Autonomous Communities, and also to the representatives of other Ministries or Municipal Councils, that they should try to draw the proper conclusions from these few days' meetings. They should try to embark on the construction of further networks in which, in the very near future, the co-ordinated working model, based on the contribution made to resources by Ministries, organisations and trade unions, and with the participation of local authorities, the Autonomous Communities, the national government and the State, would become usual practice in adult education.

In a few days' time, we shall be joining together to set up the National Committee for International Literacy Year. I am convinced that, on that occasion, we shall be able to contemplate the creation of a new Network making it possible to establish, without any shadow of doubt, that illiteracy is morally indefensible and that, in the event of its existence, we bear a collective and individual responsibility to put an end to such a situation. The struggle is not merely against illiteracy: we also have to find ways of ridding ourselves of ignorant attitudes, not only for the sake of cultural satisfaction but also, and above all, in an attempt to ensure the complete fulfilment of our country's communities and citizens as a whole.

This seminar will also enable you to pinpoint more accurately the expectations placed in the new Network projects.

I think that most of you will have gauged from the document circulated how concerned and interested the Ministry of Education is in encouraging the setting up of different projects arising out of the first Network.

These include the following:

- the research projects in Aragon and Estremadura;

- the project for the Leganés industrial area in the suburbs of Madrid, which underwent rapid growth in the past and was also intent on becoming an urban community in its own right;

- our most ambitious project which is probably that of setting up a Network in the Castile-Leon region, which would make it possible to adapt the experience and knowledge gained to the expectations of widely differing population groups, each of which is endeavouring to find the most appropriate path to development.

In the Ministry of Education, we have opted for a new Network, in which the government is not necessarily required to perform the most important role, but will contribute to laying the foundations for the new structure.

I should like to say again how grateful I am to you all for attending this seminar and hope that you will find it most useful.

II. PROCEEDINGS OF THE SEMINAR

II.1 Introduction

The seminar could be said to have been marked by a twofold **European** and **Spanish** approach.

From the **European** standpoint, the approach consisted of the following:

- The presentation of papers and participation in the discussions by representatives of the Council of Europe member States, which made it possible to situate the seminar in the context of the new project on "Adult Education and Social Change" being carried out by the Council of Europe's Council for Cultural Co-operation (CDCC) and, more specifically, of the Topic Group on the "Long-term unemployed" of which Spain is a member.

- The presentation of papers and discussions on European projects, in which participants attending the seminar from Austria, Finland, France, Ireland, Malta, Turkey and the United Kingdom took part. Their contributions were invaluable, in that they made it possible not only to learn about the projects through which they became involved both in the CDCC's new activity and in the European Network, but to obtain a comprehensive picture of adult education in their respective countries.

From the **Spanish** standpoint, the approach consisted of:

- The presentation of papers and discussions with representatives of the Spanish national education authorities, local authorities, and a variety of other institutions.

- In the case of the national education authorities, the seminar was attended by representatives of three Autonomous Communities - Valencia, Catalonia and Andalusia - to which responsibility for education has now been transferred.

- Of the 28 provinces coming directly under the central Government, six provincial Directorates - from Cáceres, Badajóz, Huesca, Zaragoza, Teruel and Madrid - delivered papers on the educational situation in their regions.

- Local authorities attending the seminar were represented by the Municipal Council of Leganés, near Madrid, and the Municipal Council of Almería.

- The Provincial Directorate of INEM, in Madrid, reported on the important role which that institution plays in training in the country.

The European contribution will form the subject of Chapter II.2. The Spanish contribution enabled all the participants to identify the place occupied by the Spanish Network in a very varied educational situation. However, it will not be covered in this document, since this would entail a strictly synoptical approach that would prove very difficult.

We feel that such an approach would detract from the value of the Spanish contributions. This is not our intention. The aim of the Seminar is quite different, in that we wish to join together in examining the "Network of Adult Education and Community Development Schemes" after it has been functioning for three years. It is a project in which all those present have played an active part, whether directly or through the institutions they represented in other areas of our country, and in which the Spanish Network has encouraged the implementation of new projects, such as that of the INEM.

We shall start by considering the papers presented on the activities carried out in connection with the Spanish experiment, before going on to examine the Spanish Network in the light of the contributions made by the experts, the representatives of the Council of Europe and the other European participants.

II.2 Forms taken by local development projects

The wide range of different cases arising in the Network has made it necessary to adopt different forms of action, even though these are all geared to the two key components of training and community development.

The papers delivered by the representatives involved in the different cases are presented below.

II.2.1. Training and development in a conversion area. The experience of Gijón (Asturias).

We reproduce below the paper given by the representative of the **Universidad Popular de Gijón**.

Introduction

The experimental project in Gijón was started in October 1986, at the instigation of the Ministry of Education.

The **Universidad Popular de Gijón** accordingly became an experimental project coming under the Network of Adult Education and Community Development Schemes.

The decision taken by the Ministry of Education was warranted by the reform of the education system, and especially of vocational training, in a region that has been adversely affected by the industrial crisis and has a high urban concentration. This experimental project was accordingly expected to make it possible to study the role that training would play as a factor in controlling the crisis and the contribution which educational policies could make to social development strategies.

All those people involved in the project from the outset were unanimous in deciding to develop an instrument capable of analysing the situation in Gijón both "before" and "after".

This was the starting-point for a proposal that was subsequently to become the "Diagnosis of the existing situation in the Ministry of Education" and this, along with the external advice provided for the project team set up in the **Universidad Popular de Gijón** by the French development agency ADEP, represented very important factors in the project.

Methodology

The methodology used throughout this exercise consisted of pooling and evaluating the data collected for the diagnosis through working meetings with both management and labour and the training institutions involved. The diagnosis accordingly became an important organisational tool.

Working strategies

Priorities for the project were laid down on the basis of the work performed, as follows:

(i) strategies focusing on population sectors calling for action as a matter of priority;

(ii) long-range strategies involving:

- the pattern followed by Gijón as a pilot project;
- the study of possible "development gaps" in the local economy;
- the establishment of a relationship between the economic system and the economic fabric.

Project developments

From March 1988, the Municipal Council of Gijón, representing the local authorities, became the agency responsible for and official sponsor of the project, in co-operation with the regional authorities (the Principality of the Asturias) and the central government (the Ministry of Education and the Ministry of Labour). An agreement was concluded between these different authorities, with the aim of setting up the following permanent bodies:

- a technical cell or unit;

- subsequently, a local development council, composed of a representative of the authorities and different community representatives, whose task it would be to provide advice, take action and involve the community in the project, and to give impetus to the negotiation and identification of the different activities needed to foster development.

We regard this new departure as being positive, even though it may inhibit the groundwork needed to adopt a fresh outlook to the issues of unemployment and training in the region.

II.2.2. Training and development in rural areas: project for a new Network

We reproduce below the papers presented by the representatives of the rural schools of Barco de Avila (Avila Province) and San Cebrián (Palencia Province).

Origins and development

This approach had its origins in the Network of Adult Education and Community Development Schemes which the Ministry of Education set up in 1986. Two experimental projects, at Barco de Avila and San Cebrián, were connected with the Network from the start, while other communities joined in the experiment at a later stage.

- The Palencia rural schools project connected with the Network

The rural schools of Palencia came into being as a result of the need to provide a framework for organising and giving thought to adult education in the rural areas of Palencia Province.

Over the ensuing three-year period, activities were focused on the following two main areas:

(i) the encouragement of local and social initiative; a variety of groups and associations were set up to give added impetus to village life;

(ii) development training, based on the experience of one particular locality, San Cebrián de Campos, where, as a result of the pattern of training adopted over the years, migration was lower than in the other localities in the surrounding area. The reason for this has to be sought in the training and technical instruction provided for large numbers of young people, who have managed to make their farms pay and to live a decent life in their home villages.

These experiments were the starting-point for a variety of projects involving the regional environment, such as a greenhouse-farming co-operative, a social welfare community centre caring for people who are old or who live alone, a horticultural-marketing co-operative, and a number of other on-going projects.

- The Avila rural schools

These schools were set up towards the end of the 1970s in areas near the Sierra de Grados range. They are based on the "thinking-action-thinking" method and on the basic principle whereby "it is possible to live a more decent life in rural areas if collective answers are found to our problems".

Thus, the relationship between culture and development, which represents both an educational and productive process, has given rise to a fresh approach.

Schools such as these have proved to be essential to the growth and development of the regions in which they have operated. For instance, they have been successful in fostering the setting-up of co-operatives for marketing milk, beef, beans and other produce, along with co-operatives producing honey, handicrafts and other goods. The beans and beef produced in Avila Province have been granted an official certificate of origin.

The area's activities are currently centred on endogenous development projects. The action undertaken among young farmers is geared to modernising their holdings, providing joint services and identifying small centres of development that are capable of creating jobs and hence of generating wealth in the region.

- Other groups engaged in local ventures

In 1987 and 1988, the Ministry of Education, working through the Network, stepped up its research activities aimed at enhancing other similar ventures in the region in accordance with the specific criteria laid down by the technical experts of the Ministry of Education and the ADEP Agency. On the basis of these criteria, 12 experimental projects have been identified in the region.

General project objectives

- Identify and list community development projects aimed at creating jobs and at increasing activity in the rural areas of the region.

- Act as a vehicle for exchanges and communication between the different cases.

- Promote new training activities for adult educators. This experiment is designed to become a permanent feature aimed at spelling out the type of training needed by educators wishing to engage in development activities.

- Act as a resource centre for providing local experiments with advice and information.

- Evaluate the training and development process.

Operating method

The Ministry of Education, which is the agency responsible for the project, has associated other ministries and government departments in its implementation. The operating method or approach to be adopted is currently being studied.

The following two main groups of activities should be singled out as having to be undertaken in the short term:

(i) technical activities aimed at setting up a programme for training people in charge of projects and providing advice for local experiments in the regional training and employment field;

(ii) activities aimed at strengthening the economic fabric through training, which is accordingly an important factor in fostering the rapid growth of small business ventures in the region.

An application has been made for F.S.E. co-financing, with a view to giving effect to this idea, which is still only at the design stage. The response to the application will obviously have an influence on whether the project is carried out or not.

II.2.3. Training and development provided by an adult education institute. The experiment at Leganés (Madrid)

We reproduce below the written paper presented by the Director of the Leganés adult education institute and the person responsible for education on the Leganés Municipal Council.

Introduction

This summary sets out to give an overview of the process adopted by the Adult Education Centre of the Ministry of Education in identifying a training and local development project.

Origins and development of the project

The publication of the white paper on adult education in 1986 had a significant influence on the thinking of the project team and of the other groups and institutes in the locality. This prompted us to ask the following questions:

- What are the actual training needs of the adult population?
- How can we cater for the training needs of the population on the basis of our training profile and the resources we have available? It should not be forgotten that the population consists of people who are unemployed and hence this problem adds to the strict basic training needs.
- How would it be possible for us to set up a comprehensive training programme?

Since it was impossible to give an individual answer to these questions and since facilities were being provided through other sources, such as the I.N.E.M., miscellaneous programmes of the Municipal Council, firms and vocational training centres, we looked for ways of working in closer co-ordination with them, so as to set up programmes more directly geared to existing needs.

In these circumstances and in view of the difficulties involved in co-ordination, the twofold question of what to do and how to begin had to be answered.

The second stage was noteworthy because the project was integrated into the Network.

In 1987, the Adult Lifelong Education Centre (E.P.A.) was brought into the Local Community Development Schemes Network. This development was regarded as being an advantage.

The third stage represented the involvement of the Municipal Council in the project.

However, work at Leganés had scarcely got under way when the need was felt for contacts with other groups and institutions engaging in adult education

In view of the importance of the large number of adult education programmes organised by the Municipal Council, its involvement is essential for bringing about a change in the momentum behind the training provided for adults throughout the town.

Current situation

Immediately after the Municipal Council had assumed responsibility for the project, steps were taken to set up a Commission composed of technical staff from the Bureaux involved (education, employment, young people and culture), the **Universidad Popular**, the Women's Programme (F-6000) and the Adult Education Centre. The **"Instituto Madrileño de Desarrollo"** (IMADE) subsequently became a member.

For co-ordination purposes, this Commission comes under a team from the Ministry of Education. In addition, the ADEP Agency embarked on an initial review of the situation in Leganés by producing a diagnosis or, better still, drawing up a document capable of being used for promoting a training and development project in the locality.

We consider that the drafting of this working document is very important, but the methodology used is even more important. In fact, the project mobilised all the forces of the community in a joint activity. This is obviously very important, as was stressed by the Leganés team headed by the Mayor of the locality who attended this seminar.

At present, an inter-institutional co-operation agreement is being negotiated between the Ministry of Education and the Municipal Council. This will be the legal and operational basis for projects carried out in the immediate future, which are expected to define the new stage in the overall "Training and Development" project.

II.2.4 Training and development in connection with specific groups.
The Youth and Solidarity Group experiment at Entrevías (Madrid).

We reproduce below the paper presented by a representative from this experimental project.

Introduction

This Group is involved in a community project in the Entrevías-Pozo district of Madrid. It is composed of young people and teachers living in the area, who are working together in an attempt to find an answer to the current state of decline in the area. The main thrust of the research is focused on the problems affecting children and young people, such as school failure, under-achievement, drugs and delinquency.

The idea is therefore to exert a direct influence on children through an educational approach, in a bid to help them find ways of grasping their predicament and escaping from it.

Strategies

In order to achieve these aims, the Youth and Solidarity Group has engaged in the following activities:

A. A variety of action plans

All these action plans invariably make use of a methodology which is based on creativity and flexibility and takes the following forms:

(i) Individual and specific assistance (to people in prison or drug addicts).

(ii) Direct action: individual and collective monitoring of children and young people at risk.

(iii) Prevention through creative cultural activities and impetus in the social environment.

These strategies are put into operation through the following plans:

- prevention plans;
- social training plans;
- social integration plans; and
- consciousness-raising plans.

B. The Group has set itself the following specific goals:

- stamping out the consequences of the decline in the area on young people;
- tackling the root causes of the decline;
- defining lasting alternative courses of action that are at the same time capable of creating new incentives for young people;
- encouraging the creation of associations for young people and adults;
- involving the population as a whole in the proposed plans;
- seeking institutional support for this service for the population.

In our view, the root causes have to be tackled at the same time as the consequences. This calls implicitly and explicitly for the participation of young people themselves, the population and the authorities.

C. Incentives for a variety of activities at the root of the methodological strategies.

C.1. General activities in the streets and the neighbourhood.

C.2. Specific activities, especially the following:

- monitoring of criminal cases;
- drug addiction;
- paid employment in embryo co-operatives;
- creation of associations such as radio workshops and clubs for leisure activities;
- drama groups;
- a school for parents and families.

Co-ordination of the experiment

The problems experienced by our young people inevitably entail the need for combating their many causes. This has given rise to the necessity of "diversified" co-ordination capable of catering for the specific expectations of the individual groups and of ensuring that all sectors of the population are involved in the process.

This action project, on which a wide variety of groups are focusing their efforts, is being implemented among specific units and more specifically in the individual districts, where we are constantly looking for pointers and possible alternative courses of action.

II.2.5. The subject of women in the Network: the case of the "Simone de Beauvoir" Experimental School for Women in Madrid

We reproduce below the paper presented by the representative of the "Simone de Beauvoir" School.

Introduction

The "Simone de Beauvoir" Experimental School for Women is situated in the La Latina district in the Aluche part of the south-western suburbs of Madrid.

Generally speaking, the socio-economic level of the district is low, although there are some middle-class parts. Aluche is a "dormitory suburb" that was built towards the end of the 1960s and has a high population density of rural migrants.

There is a long-standing tradition of organised community movements. As a result of their militant action during the construction of the area, the inhabitants were successful in pressing for the provision of the requisite amenities in the form of a health, educational and cultural infrastructure.

Origins and development of the project

The project was started in a feminist women's association with very deep roots in the community, where the promotion team was active for a period of 10 years and was engaged more specifically in co-ordinating the work done by the Social School for Women.

It involves non-formal training activities specific "to" and "for" women that were designed to cater for the essential needs of this particular group by operating at two levels, among the women themselves and through women instructors.

The project began in 1985. It coincided with the time when the democratisation of the country was first starting to produce results, among other things, through a more open institutional approach to acknowledging the existence of specific women's issues. This situation was furthered by two important developments: the creation of the Institute for Women and the publication of the white paper on adult education.

In recent years, the approach we have adopted has been closely bound with the fact that we belong to the Network. We have managed to achieve some degree of financial stability and to operate in a context where all women -who account for 53% of the population - are expected to participate in the development of the community on the basis that their situation is specific to them and differs from that of men.

Strategies for work methodology

The research and training methodology was used in implementing the entire project.

The research was conducted in parallel with the training periods. Two sets of research activities gave rise to the drafting of specific reports. The first of these was "Social and cultural amenities for women", which brought together the findings of 10 case studies of work with women in institutional or non-institutional settings in both rural and urban areas throughout Spain. The projects were mixed or else exclusively involved women and were intended for women. The second report "Provision of training in the field of adult education for women" was co-financed by the Ministry of Education, the C.A.M. and the Institutue for Women.

II.3. Contributions by the experts and representatives of the Council of Europe and the other European participants

The papers presented in the previous section were the subject of discussion, comment and assessment by the different experts and participants.

Some of the contributions dealt with evaluating the experience gained in Spain, while a second set of contributions put forward ideas for taking the Spanish project a stage further.

II.3.1. The approach adopted in the Spanish Network

In the first instance, from the standpoint of evaluation, the experts stressed the following factors:

- **The considerable significance of a Network** as an instrument of co-operation and "research" aimed at solving problems affecting a broad cross-section of the adult population. This idea which featured in Project No. 9 of the Council for Cultural Co-operation has been applied.

We are looking at a case that has fulfilled its aims and the credit goes to Spain for having been the first country to move from theory to practice by setting up a Network combining local considerations with those that are regional or national in scope.

- **The impact of the Spanish Network**

The Network's target population is extremely varied and considerable flexibility was needed to identify the problems existing in such different environments as those of Gijón, San Cebrián de Campos and elsewhere. Instruments calculated to identify these different problems were designed and developed. It should be noted that the Network has, generally speaking, functioned along the lines of a support facility for groups having experienced the same situation in the past and are liable to experience a similar situation in the future, rather than as an "individualised" vehicle for specific co-operation or support.

The research and training model of the Spanish Network also aims at superseding outdated historical models and adapting to the real-life situation in the country, even though the existing circumstances are dependent on supranational co-ordinating factors. The conclusions, that can be drawn from the papers presented by the representatives of the cases selected, stress the importance of the project and the influence of this latent problem.

The Spanish model, in other words the project carried out with the encouragement of the Ministry of Education, has given rise to a large number of ideas and to a comparative study with other projects promoted by institutions in the different European countries.

The Spanish Network is particularly significant on two counts:

(i) as a result of the underlying social and economic factors on which it is based;

(ii) because of the consistency with which inter-institutional co-ordination was defended, in the bid to achieve the goal of comprehensive community development.

It did not prove possible to evaluate the second aspect in detail since, in some instances, there was evidence of hesitation, while in others the impetus provided by the institutions concerned proved too inflexible.

However, one feature that was greatly appreciated was the overall flexibility displayed during the project. This is certainly essential if a satisfactory approach is to be taken to the problems posed by development.

Methodology

One highly thought of aspect was the Network's consistent methodological approach to community development. Various assessments were made in this respect:

- From the methodological standpoint, the idea of community or comprehensive development appears to be based on the "mobilisation of local participants" and on the creation through the activity of a new social and economic circuit in a given area of the country. It is necessary to believe in the ability of people when it comes to organising the social fabric. According to the experts, that ability has been fostered because the Spanish institutions are relatively recent creations.

- The fact that thorough analyses were made of local situations and were used as a means of organising and involving the participants of a given area in joint projects was regarded as a very positive development by a number of participants.

- Such analyses, as applied to target populations with both common and different features, such as the rural schools scheme or the **Universidad Popular** of Gijón, or the working methods used with women and fringe groups represent a very attractive methodological proposition for other countries and display considerable consistency in terms of the action taken to deal with real-life situations.

These different aspects have been instrumental in strengthening micro-projects that are directly dependent on the quality of the people involved. The success of the exercise hinges on personality and in some cases the key to a project's success lies in leadership.

These projects are certainly very important. However, in the view of the CDCC's representatives, it should not be forgotten that the real world in which adults evolve is much more wide-ranging, that populations "at risk" actually exist and can be found almost everywhere, especially in instances where these factors and the human capital providing the impetus behind projects are absent. It is accordingly essential to contemplate and encourage more far-reaching measures in adult education.

Co-ordination between institutions and local authorities

All the participants regarded inter-institutional co-ordination in connection with integrated projects as being a goal that it is difficult to achieve in the European countries.

In fact, attempts to find working tools capable of helping the institutions to contend with the problems involved seem to be growing more difficult at a time of crisis.

One turn of phrase that has existed for a long time is "institutional legitimation", with all the specific and other consequences that this implies. Making changes at difficult points in time is quite simply tantamount to creating added difficulty. All the countries are conscious of the need for change, but it is not easy to know what course to adopt. As a starting-point, tools have to be developed for fostering "inter-institutional" dialogue, even if these are likely to be developed further at a later stage, while at the same time being adapted to the impetus shown at the local level. According to the representative of the Council of Europe's CDCC, it will also be necessary to redefine the role performed by the institutions in dealing with social problems. In this respect, Spain consistently sets an example for development.

A number of doubts were raised at the explanations provided by the representatives of the different projects on the role played by municipal councils in adult education in Spain, since such councils are the administrative bodies on closest terms with the population and most aware of its real needs. All the implications of this question do not appear to have been fully grasped by the European participants, who did not have a very clear picture of how it is handled from the social standpoint under the auspices of the local authorities.

Resources

In this connection, financial restrictions were the recurrent theme of the observations which the participants made on the various adult education programmes.

Emphasis was placed on the resources available to the different countries through the European Social Fund. However, there were also criticisms since this Fund has made no contribution at all to harmonising co-financing sources in accordance with the nature of the projects. This has severely limited the activities in the field of adult education.

In this respect, a positive assessment was made of the skills of the Spanish, since they have been able, while working within the same community framework, to identify arguments, ideas and project components for local development purposes. This was with a view to securing resources for co-financing the Network by reason of its innovative function in adult education in Spain.

II.3.2. Approaches likely to be adopted by the Network in future

After the Network's activities or operating methods had been analysed, there was a discussion of the key features that are expected to mark the second stage of the Spanish network.

It was considered essential to examine the following aspects in greater depth:

1. Identification of types of training, with the aim of catering for the needs of people in a context of unemployment.

2. The setting-up of inter-institutional platforms for comprehensive projects is at the root of an educational model that has grown out of a "partnership". In models of this type, training activities go far beyond the limits of traditional education and formal schools come to occupy a new position in such projects.

   In such cases, it would be necessary to take strict steps to ensure that the model is strengthened.

   This would entail taking the following steps:

   2.1. Identifying the processes involved. In other words, specifying whether the groups or people will be provided with formal training of varying degrees or whether the idea is to work with groups of people for whom assistance could take the form of measures in the social context.

   2.2. Structuring educational practices. All teachers have agreed on the activities required for this particular target population, but the actual practices are not very well known. It is therefore urgent to put them on a more systematic footing.

   2.3. Adult educators

   The Network offers scope for diversifying and using non-traditional aids, since it is in contact with the local environment, institutions, and representatives of the economic and social fabric, among others.

   According to the experts, the situation of these educators would be precarious, unless a number of aspects were clarified including:

   - the role of the government departments to which they are answerable;
   - their functions;
   - their status;
   - the educators' responsibility for the training process, etc.

   2.4. Organisation and management methods for training

   It is essential to lay down fresh strategies on a different basis and to set up circuits departing from traditional training systems. If this form of training were not planned and failed to materialise, the project would not be able to move forward.

   Among the strategies, there is one that is very important and could have an immediate impact on the locality where the work is taking place. This concerns

preventive measures as viewed in terms of both their training content in conjunction with the formal education system and their social content.

By way of example, all these projects should make it possible to channel a problem through an operational guidance service working in the localities.

3. All the foregoing defines a Spanish model based on a methodology for development covering areas of adult education not currently provided for either by the existing education system or the employment measures taken by the agencies responsible for vocational training. It is the task of adult education to cater for this requirement.

II.3.3. The outlook for adult education

The analysis of the Spanish Network, which most probably marks the end of the current stage, coincides with the development of the new CDCC's project "Adult Education and Social Change". Two Topic Groups have been set up as part of this activity. Spain is a member of the Topic Group on "the long-term unemployed".

Following the work done in training and research on issues raised by the least privileged members of the population who are also most exposed to the shortcomings of training in our society, it was only logical that Spain should have joined this activity and become a member of the relevant Topic Group.

The Council of Europe's new activity is geared to the very specific objective of progressively evolving a theory in co-operation with the other countries and of using, through the agency of the Council, influence in such a way that the "long-term unemployed" topic will eventually become an overriding consideration and the Council's recommendations will be taken into account by political decision-makers. Such measures could be instrumental in ensuring that, in crisis situations, these groups would not be increasingly debarred from the system.

From the standpoint of the theoretical thinking on the subject, the Rapporteur of the Topic Group asked the different participants to consider the following aspects in their studies, work and activities on adult education:

- the need to analyse and draw conclusions from the already traditional concepts in adult education, such as education, social cohesiveness, democracy and development;

- the importance in adult education of going beyond the earlier stages, in which overwhelming prominence was given to ideological concepts by contrast with tangible results, and of setting in motion further stages making it possible to adopt different approaches on the basis of actual practice;

- the determination to engage in activities whereby adult education is required to cover areas that are not provided for by either the formal education system or a variety of other institutional facilities, and also to provide supporting mechanisms for this most underprivileged sector of the population from the social standpoint.

III. THE EUROPEAN NETWORK

The CDCC's project on "Adult Education and Social Change" sets out to meet the clearcut goal of contributing to ensuring that people will be left less and less out of the mainstream or relegated to the sidelines. This is being done by taking the long-term unemployed and older people as its two main target groups.

These two groups are required to develop specific skills enabling them to act accordingly and to become integrated into the current crisis-ridden society, in which changes are taking place very quickly and which is shrewdly asking them for training qualifications and behaviour patterns which they do not possess.

In view of the circumstances in which these two groups live and which are common to all European countries, the CDCC's determination to take action is reflected in "the setting-up of government machinery to develop an international network of co-operation which, through the regular exchange of information and experience, should enable adult education to develop, while at the same time continually adapting to the requirements of a rapidly changing world" (Recommendation of the CDCC's Final Conference of Project No. 9 "Adult Education and Community Development", Document CC-GP9 (86) 42 revised).

The aim is to set in place gradually instruments that are expected to represent pointers in the evolving theory of adult education.

While any activity must always be marked by realism and pragmatism, these requirements are, according to the representative of the Council of Europe, even more necessary at the present time, and that is why it is essential to operate in a carefully defined context.

The Network has two goals:

(i) to ensure permanent exchange of information, so that the projects of the different countries do not remain isolated from one another but benefit from reciprocal interaction.

This interaction should bring about an improvement in local practices, but it would also be useful if there could be the same interaction between the people setting up the projects and local, regional or national political decision-makers;

(ii) to engage in comparative studies of the experimental projects carried out through exchanges of people, professionals, experts and authorities.

During this first stage, the operational approach could be as follows:

- to set up instruments for identifying activities that relate specifically to each country, such as data sheets and files, and ensuring that they are subsequently circulated through the European Network.

- to gear these instruments to ensuring that they are interlinked and involve the whole range of professional, technical, political and other activities.

- to make use of innovative models for circulating the above information. The audio-visual media would be in a position to play a significant role in this respect.

The Council of Europe has stressed the importance of securing the support of governments, so that it is possible to rely on the resources that are essential for giving effect to such an approach, which is bound to have a multiplier effect in all the countries.

From the standpoint of the co-operation that is one of the aims of the European Network, stress was laid once again on the fact that Project No. 9 - Adult Education and Community Development - succeeded in constructing a theory on the experience gained in connection with 14 projects, as described at working meetings, seminars, visits and other events in the different countries. This theory is already being built into adult education practice in many countries.

The joint action which the Council of Europe is suggesting to the education authorities of the different countries through the European Network would be capable of providing an abundant flow of ideas for constructing new theories and using different instruments in the actual practices required by adult education.

IV. CONCLUSIONS OF THE SEMINAR

The contributions made by the three working groups are set out in this section.

IV.1. The group of European participants

There was seen to be a need for setting up working teams in each country. These would be composed of a variety of people, including field personnel, technical personnel familiar with the project to be carried out, and officials or political decision-makers. In these teams, the technical personnel would be expected to work to a very precise brief, in that they would be responsible for ensuring communication of the ideas which the CDCC may develop in the individual countries in connection with field projects, depending on the "decision-makers" involved.

Some delegations suggested that it might be possible to obtain advice and specific training in connection with this new activity. The representative of the Secretariat undertook to pass on this suggestion and to give it due consideration.

IV.2. The group of representatives of projects having formed part of the Spanish Network to date

This Group considered the "culture" that has grown up in training and development in recent years as being extremely important, even though it may differ in method, degree and intensity.

While this objective has been achieved, they were very critical of the lack of similar training areas in the Department of Education, since this would enable them to advance in the work on their projects on the basis of the analyses made at the Seminar.

They made a very favourable evaluation of the setting-up of instruments for fostering the readier circulation of information on the European Network.

IV.3. The Group of representatives of government departments

This Group, which was primarily composed of representatives of the education authorities in the central Department of Education, the Autonomous Communities and the Provincial Directorates, came to two sets of conclusions.

The first of these were addressed to the central Department of Education in the Ministry:

- As soon as the current stage has been completed, the central Department of Education should draw up a list of similar experimental projects, set them out on a systematic basis and ensure that they are disseminated, so as to generate a multiplier effect in adult education in Spain.

- It is essential to make an evaluation of the experimental projects which formed part of the Network, in order to be able to assess the progress achieved, since some of the aspects of the continuing dynamics of the Network are still rather unclear.

The others were addressed to the Council of Europe.

These conclusions, which were set out in the form of recommendations, were supported by all the participants. They are reproduced in the following section.

V. RECOMMENDATIONS

All the participants in the Escorial seminar request the Council of Europe to subscribe to the following recommendations that:

- in member countries with similar population groups, areas or territories which have to contend with technological development, ways and means of ensuring the necessary linkage between the occupational and the cultural aspect should be put forward;

- a common language should be created in order to make it possible to channel in the right direction the problems encountered by the various sections of the population;

- these measures should help to ensure that the population groups, areas or regions in the different countries will are less and less exposed to the effects of marginalisation;

- adult education activities undertaken on the basis of the Council of Europe's vocation should not be isolated and self-contained, but should be aimed at creating and strengthening different models capable of preventing the workers involved in them or "not organised through education systems" from becoming discouraged or from being prematurely "worn out";

- this new CDCC activity should embody all the values of European culture from the Renaissance to the Enlightenment, and that governments should play an active part in inculcating those values, ensuring that they foster genuine reintegration and preventing some of the less advanced countries from becoming detached from those making faster progress in terms of international equilibria.

El Escorial, 26 April 1989

VI. APPENDICES

APPENDIX I: AGENDA

SEMINAR
on

"ADULT EDUCATION AND SOCIAL CHANGE: THE EUROPEAN NETWORK"

ORGANISED JOINTLY BY
THE SPANISH MINISTRY OF EDUCATION AND SCIENCE
AND THE COUNCIL OF EUROPE

Programme: The Network of adult education and community development schemes
El Escorial, 24 - 26 April 1989

Monday, 24 April 1989

9.30 - 10.30	-	Opening ceremony: Mr. José Ignacio Cartagena, Director-General, Education and Promotion.
	-	Mr. Mariano Jabonero, Assistant Director-General, Lifelong Education.
10.30 - 11.00	•	*Introduction to the new activity of the Council of Europe's Council for Cultural Co-operation on "Adult Education and Social Change".*
	•	*Topic Groups on the long-term unemployed and on older people.* Rapporteur: Mr. Önat, Out-of-School Education Division. Moderator: Mr.Mariano Jabonero, Assistant Director-General, Lifelong Education.
11.00 - 11.30		Break.
11.30 - 12.00	•	*Introduction to the paper on European projects or Networks.* Rapporteur: Mr. Gérald Bogard, Consultant for the CDCC's Project "Adult Education and Social Change".

12.00 - 14.00 • *Papers by the representatives of the different European projects (20 minutes per country):*

- Austria
- France
- Ireland
- Turkey

Debate

Moderator: Mr. Mariano Jabonero, Assistant Director-General, Lifelong Education.

14.00 Lunch.

16.30 - 18.30 • *Papers (continued):*

- Malta
- Finland (representing the Nordic countries)
- United Kingdom

18.30 - 19.30 Debate and summary.

Tuesday, 25 April 1989

9.30 - 11.00 • *Presentation of different programmes on "Adult education in the Spanish context. Autonomous Communities to which responsibility for education has been transferred: Andalusia, Catalonia and Valencia".*

Moderator: Mrs. Maruxa Moreiras, Head, Adult Education Unit.

11.00 - 11.20 Break.

11.30 - 14.00 • *Round table: "Institutional and territorial thinking in adult education. The Spanish outlook".*

Participants: various authorities having taken part in the Network of Adult Education and Community Development Schemes: the Municipal Council of Almería, the Municipal Council of Leganés (Madrid), the Provincial Council of the I.N.E.M. (Madrid).

Moderator: Mr.Mariano Jabonero, Assistant Director-General, Lifelong Education.

- Debate.
- Summary.

14.00 Lunch break.

16.30 - 18.30

- *"Different forms of action in community development projects".*
  Participants: representatives of projects and experiments.

- "Training and development in a conversion area. The experience of Gijón."
  Rapporteur: Mr. Martínez, U.P.E. Gijón.

- "Training and development in rural areas. The experience of Castile-Leon."
  Rapporteurs: Mr. José Luis García and Mr. Jerónimo Aguado. The rural schools of San Cebrián de Campos and Barco de Avila.

- "Training and development provided by an adult education establishment", Leganés (Madrid).
  Rapporteurs: Mrs. Carmen Sarrión and Mr. Alfonso Lechón.

- Specific topics:
  Rapporteur: Mrs. Rosa Briones, "Simone de Beauvoir" School for Women (Madrid).

  Moderator: Mrs. Elena Angulo, Director, Executive Office, Secretariat of State for Education.

18.30 - 19.30 Debate and summary.

Wednesday, 26 April 1989

9.30 - 10.30	•	*Identification of instruments and contents of co-operation with integrated projects in the European Network.* Moderator: Mrs. Amelia Pérez de Barcia, Director, Executive Office, Adult Education Unit.
10.30 - 11.30	•	*Scope for training and development in outlying authorities: the Provincial Directorates of the Ministry of Education and the I.N.E.M.* Moderator: Mr. Mariano Jabonero, Assistant Director-General, Lifelong Education.
11.30 - 12.00		Break.
12.00 - 13.30		Summary of conclusions. Mrs. Maruxa Moreiras, Head, Adult Education Unit.
13.30 - 14.00		Closing of the seminar, with the participation of:
	-	Mr. José Ignacio Cartagena, Director-General, Educational Promotion.
	-	Mr. Mariano Jabonero, Assistant Director-General, Lifelong Education.
15. 30		Visit to the El Escorial Monastery.
17.00		Departure for Madrid by coach.

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